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ABSTRACT

The purpose of this paper is to suggest some steps that must be taken to convert network planning into reality, based upon experiences in New York State. The importance of study committees, both for making sound plans and involving library and state leadership at the earliest stage in the implementation process is emphasized. The first action step is to finance the network plan through the legislative or the appropriation route or both. The next step is to plan and activate regional or state networks through the participation of informed librarians and lay people at both regional and state levels. The paper concludes the network implementation process by describing briefly the types of regional and state networks in New York State, the means whereby different levels of government and different types of libraries are brought together to form the networks, and the programs offered by them. A summary of network trends in New York State concludes the first section. The remainder of the paper identifies some of the key problems confronting network planners at three different stages: financing of networks; planning their implementation; and organizing and operating them. Solutions to the problems are suggested. (Other papers from this conference are available as LI 003360 - 003381 and LI 003383 through LI 003390) (Author/NH)

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IMPLEMENTING NETWORK PLANS:

JURISDICTIONAL CONSIDERATIONS IN THE DESIGN OF LIBRARY NETWORKS

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and

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CONFERENCE ON INTERLIBRARY COMMUNICATIONS AND INFORMATION NETWORKS

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ABSTRACT

The purpose of this paper is to suggest some steps that must be taken to convert network planning into reality, based upon experiences in New York State.

It starts by emphasizing the importance of study committees, both for making sound plans and involving library and state leadership at the earliest stage in the implementation process. The first action step is to finance the network plan through the legislative or the appropriation route or both. Considerable attention is given to New York State's past efforts in that area. After the funds are available, the next step is to plan and activate regional or state networks through the participation of informed librarians and lay people at both regional and state levels. The paper concludes the network implementation process by describing briefly the types of regional and state networks in New York State, the means whereby different levels of government and different types of libraries are brought together to form the networks, and the programs offered by them. A summary of network trends in New York State concludes the first section.

The remainder of the paper identifies some of the key problems confronting network planners at three different stages: financing of networks; planning their implementation; and organizing and operating them. Solutions to the problems are suggested, based again on New York State experiences and on the recommendations for the future recently made to Commissioner of Education Ewald Nyquist by his Commissioner's Committee on Library Development, whose report was released just this month.

INTRODUCTION

This paper, on Implementing Network Plans, was the last to be assigned for this Conference. The assignment was given to me in July. It was agreed that I would concentrate my efforts on network planning and implementation experiences in New York State, since I have worked in that area for over 20 years - at state and regional levels. There was insufficient time after my assignment had been made for a careful literature check and extensive reading about experiences in other states. While this approach may appear extremely provincial to my readers, I hope that New York State's relatively long period of involvement with networks of considerable variety will warrant your careful reading of this paper.

New York State literally is covered by two types of regional library networks: public library systems, 22 of which serve the State's 62 counties; and reference and research library systems, 9 of which cover the same territory. In very recent years, some regional school library networks have begun to develop, thanks to ESEA Title III funding. At the state level, there is one operating special-purpose network, the New York State Inter-Library Loan Network (NYSILL). A second special-purpose state network is in the early stages of implementation. It is the Association of New York Libraries for Technical Services (ANYLTS), formed by the 22 public library systems. The State Education Department, through its Division of Library Development, its State Library, and its Bureau of School Libraries, has been very much involved in the planning, implementation and operations of the library networks that I have mentioned.

For my own part, I have spent the great part of my professional career in network planning and implementation - both in my several library

posts and as a volunteer at state and regional levels. I have served as a member of all 5 state study committees and have participated actively in most of our 20 annual efforts to persuade the Governors and Legislatures to enact library network legislation and/or to increase library funding at the state level. In two cases of regional network funding, in Erie and Monroe Counties, I have participated at every stage of the planning and implementation except for the political caucuses. I have benefitted greatly from my on-the-job experiences in the planning, implementation and operations of these New York State networks: the Buffalo and Erie County Public Library (B&ECPL) and the Pioneer Library System (PLS) - the former a single-county public library system and the latter a 5-county system; the Rochester Regional Research Library Council (RRRLC), comprising university, college, public, and special libraries in a 5-county area; and the State's NYSILL network in which our Rochester libraries serve as an Area Resource Center. Finally, during my many years of service as Secretary and Treasurer to the Library Trustees Foundation of New York State, I had the opportunity to work with network regional planning groups throughout the State.

It was for these reasons that I hoped that, in a very short time, I could prepare a paper on network implementation for this Conference. I was asked to discuss the problems that networks encounter when they operate within the jurisdiction of several layers of government and when several types of libraries undertake a common network activity. I was also asked to suggest some solutions to those problems. This I have tried to do.

"SYSTEM" MEANS "NETWORK"

Since New York State is famous for its library systems, I often will be using the word "system". The words "system" and "network" have a common meaning throughout this paper.

PLANNING: THE DEVELOPMENT OF THE IDEA FOR THE NETWORK

The first stage of network implementation is that of planning the network. New York State owes much of its library network progress to sound studies and planning. Our techniques have varied substantially among the nine major planning efforts that I will mention in this chapter: four dealing with public library networks; one with reference and research library networks; two with both of the above; and two with special-purpose state networks. Of the nine studies: three were conducted by committees representing the varied library interests of the state, aided by paid staff; two were conducted by committees without staff; two were conducted by the Research Division of the State Education Department (SED), one with an advisory committee from the field and the other without a committee; and two were conducted by an educational consultant firm under contract with SED.

Because other papers for this Conference will deal extensively with network planning, I will limit this chapter to identifying the nine studies and reporting in capsule form their purposes, scope, major recommendations and results. The results of these studies - legislation and network implementation - will be treated more fully in subsequent chapters.

STATE EDUCATION DEPARTMENT - RESEARCH DIVISION

Report title and date: DEVELOPMENT OF LIBRARY SERVICES IN NEW YORK STATE, 1949.

Study period: 1945-1947

Committee: 4-member advisory committee, appointed by the New York Library Association (NYLA).

Purpose: to respond to request of NYLA for SED to conduct study to determine State's role in the improvement of public library service.

Scope: SED Research Division staff conducted statewide study of public libraries.

Major recommendations: 14 state-operated regional library service centers financed by State, plus state aid payments directly to 3 New York City libraries, in lieu of centers; regional centers to provide "wholesale" services to public libraries; creation of county and regional advisory boards; cost to State - $7,000,000.

Results: Board of Regents of SED recommended operation of 1 experimental regional center for a 3-year period; Watertown region was selected and began operations in 1948 on annual $100,000 state budget.

GOVERNOR DEWEY'S COMMITTEE ON LIBRARY AID

Report title and date: LIBRARY SERVICE FOR ALL, 1951.

Study period: 1949

Committee: 15 member study committee, appointed by Gov. Thomas E. Dewey.

Purpose: to determine the state's financial role in support of public libraries.

Scope: committee "blue-skied" without benefit of staff.

Major recommendations: library systems should be formed at least

on a county-wide basis to become eligible for state aid; accented local initiative and responsibility; stressed value of system services; encouraged multi-county development of systems; established first state aid formula in legislative format; cost to State - $3,650,000.

Results: Passage in 1950 of first state aid law with $1 million appropriation for which 6 public library systems serving 8 counties immediately were eligible. Shortly after 2 additional systems serving 3 counties were established.

COMMISSIONER'S COMMITTEE ON PUBLIC LIBRARY SERVICE

Report title and date: REPORT OF THE COMMISSIONER OF EDUCATION'S COMMITTEE ON PUBLIC LIBRARY SERVICE, 1958.

Study period: 1956-1957.

Committee: 21 member study committee, appointed by Commissioner James E. Allen, Jr.

Purpose: to review the progress of public library systems since 1950 and to make recommendations to improve the state aid law since only 13 of 62 counties were served by 8 library systems.

Scope: staff study of system operations in 13 counties; case studies of system planning to determine obstacles to system implementation; comparative study of system and non-system libraries.

Major recommendations: reaffirmation of system concept, state aid, and local initiative and responsibility; new

flexibility through cooperative library system structure; accent on multi-county system and importance of central library (defined as requiring 100,000 volume non-fiction collection); principle of gradualism permitted systems 5 years to meet some standards; dealt with specific problems of New York Public Library's Research Libraries, Watertown Regional Library Service Center, and the State Library; recommended separate study of research library needs; revised state aid formula; cost to State - $10.3 million, plus central library book aid.

Results: Passage of new state aid law in 1958 with reduced formula; full formula enacted in 1960; within 4 years remainder of state was organized, so that by 1962 22 library systems served the 62 counties.

COMMISSIONER'S COMMITTEE ON REFERENCE & RESEARCH LIBRARY RESOURCES

Report title and date: REPORT OF THE COMMISSIONER'S COMMITTEE ON REFERENCE AND RESEARCH LIBRARY RESOURCES, DECEMBER 1961, n.d.

Study period: 1960-1961

Committee: 20 member study committee, appointed by Commissioner James E. Allen, Jr.

Purpose: to study problems of library information service and research library facilities and their ability to meet needs; review technological developments and administrative and fiscal devices that may contribute to

solution of the problems.

Scope: staff study of growth of research activities and college population; information explosion and automation in libraries were reviewed by committee; comparative data on college university and special libraries collected; use of various libraries by college students examined; committee then "blue-skied" new type of system.

Major recommendations: creation of state reference and research library board and special staff; designation of major state subject centers; creation of state-wide inter-library loan and communications network; establishment of 5 to 6 regional research library systems, including all but school libraries; state aid formula; cost to State - $8 million.

Results: legislative proposals never have been enacted, therefore no formula; 5 straight years of legislative defeat until 1966 when appropriation was made; since then 9 regional systems have been established, plus state-wide inter-library loan network (NYSILL).

GOVERNOR ROCKEFELLER'S COMMITTEE ON LIBRARIES

This requires a bit of explaining first. It took several years of effort to persuade Governor Nelson A. Rockefeller to call the 1st Governor's Conference on Libraries in the history of our State. Early in 1965 he appointed an Advisory Committee to plan the Conference for June. The same people were re-appointed by him to make legislative and budgetary proposals to him late in 1965. There was a published report of the Proceedings of the Governor's Conference, but none of the Governor's Committee on

Libraries. But the results were great!

GOVERNOR'S CONFERENCE

Report title and date: PROCEEDINGS OF THE FIRST GOVERNOR'S LIBRARY CONFERENCE, JUNE 24-25, 1965, n.d.

Committee: 17 member advisory committee, appointed by Governor Nelson A. Rockefeller to plan the Conference.

Purpose: to focus public attention on library needs in New York State.

Scope: librarians and scientists presented papers on research library problems and solutions during 2 day Conference.

Result: delegates to Conference unanimously voted to request the Governor to extend the life of the Advisory Committee so that it could make recommendations to him to improve library service in the State.

GOVERNOR'S COMMITTEE ON LIBRARIES

No report.

Study period: 1965.

Committee: Same as Advisory Committee

Purpose: to recommend library legislative and budgetary programs to the Governor.

Scope: committee, without staff, met in the fall of 1965 to propose revisions in the public library state aid formula and appropriation levels to launch reference and research library (3R's) program in the State.

Major recommendations: increase basic state aid formula for public libraries by about 33% and add a new section providing state aid to improve central libraries - total added cost of $3.8 million; and appropriations

of $1.2 million to launch state and regional 3R's programs.

Results: approval by Legislature and Governor of state aid formula revision, and appropriation of $13.3 million for public libraries; and appropriations of $700,000 for 3R's programs.

STATE EDUCATION DEPARTMENT - EVALUATION DIVISION

Report title and date: EMERGING LIBRARY SYSTEMS: THE 1963-66 EVALUATION OF THE NEW YORK STATE PUBLIC LIBRARY SYSTEMS, 1967.

Study period: 1963-1966.

Committee: none.

Purpose: to evaluate the effectiveness of the public library systems' programs, last reviewed in 1957.

Scope: Evaluation Division staff and consultants conducted intensive analysis of systems' services, resources, organization, management, and finances; study of accessibility of library service and of library users; review of the role of the state and of the special problems of the New York City public libraries.

Major recommendations: the need to coordinate library services of all types at all levels; modify public library programs to meet student needs; new approach to public library financing - equalization, county support, and state aid as a stimulant; need to strengthen central libraries; intermediate level service; clarify roles

of SED's Division of Library Development and public library systems; need for inter-system cooperation; state library building construction fund; more involvement in system affairs by trustees and librarians; and appointment of an advisory committee by the Commissioner of Education to review report and recommend next steps.

Results: appointment of Commissioner's Committee on Library Development in 1967.

COMMISSIONER'S COMMITTEE ON LIBRARY DEVELOPMENT

Report title and date: (uncertain at time this paper was written) probably REPORT OF THE COMMISSIONER'S COMMITTEE ON LIBRARY DEVELOPMENT.

Study period: 1967-1970.

Committee: 12 member study committee, appointed by Commissioner James E. Allen, Jr.

Purpose: to review EMERGING LIBRARY SYSTEMS and the state of the 3R's program and to recommend next steps to the Commissioner.

Scope: with the aid of staff, committee worked out its own user-oriented philosophy; reviewed the 80 recommendations in EMERGING LIBRARY SYSTEM; prepared and commissioned numerous reports of its own; studied status of 3R's program.

Major Recommendations: in such fields as access; services to children, students, and residents of institutions; government of libraries; manpower; library materials; library buildings; research and development; and many

areas of library finances, (NOTE: many of the specifics of the above will be found in the last chapter of this paper in the sections on solutions to problems.)

Results: the report was transmitted to the Commissioner and the Board of Regents in June 1970; it will serve as the prime source of the State Education Department's 1971 legislative and budgetary program for libraries.

SPECIAL-PURPOSE STATE NETWORKS STUDIES

The State Education Department's Division of Library Development contracted with Nelson Associates, an educational management consultant firm, for two studies of statewide significance. The first dealt with centralized processing activities of the 22 public library systems. The second was a series of two evaluations of SED's pilot statewide inter-library loan and communications network (NYSILL). Here are brief summaries of the two studies:

CENTRALIZED PROCESSING

Report title and date: CENTRALIZED PROCESSING FOR THE PUBLIC LIBRARIES OF NEW YORK STATE, 1966.

Study period: 1965-1966.

Committee: 15 member advisory committee appointed by SED's Division of Library Development.

Purpose: to evaluate the most expensive system service to public libraries and to recommend improved methods.

Scope: analysis of operations and costs of most systems and special EDP studies by Theodore Stein Company.

Major recommendations: establishment of statewide computer and cataloging center and several regional processing

centers to handle acquisitions, cataloging and preparation workload for all public libraries.

Results: formation of Association of New York Libraries for Technical Services (ANYLTS) by the 22 library systems; continued planning by ANYLTS with high priority federal LSCA funds; staff is assembled and production timetable set.

INTER-LIBRARY LOAN

Report title and dates: AN EVALUATION OF THE NEW YORK STATE LIBRARY'S NYSILL PILOT PROGRAM, 1968.

Study period: 1967-1968

Committee: none

Purpose: to evaluate the NYSILL experimental program.

Scope: Study of NYSILL operations at all key points: State Library, Area Resource Centers and Subject Resource Centers; analysis of service to public.

Major recommendations: retention of NYSILL with improvements.

Rssults: NYSILL is now in its 4th year - much improved.

FINANCING THE NETWORK PLAN: THE LEGISLATION AND APPROPRIATION ROUTES

After the planning is finished and agreement is reached on the goals to be achieved, the hard work begins! For there follows the difficult task of persuasion. The network planners must win support for their program from librarians, trustees, State Education Department officials (in the case of New York), members of the Executive Department (the Governor and his staff), and members of the State Legislature (particularly the leadership).

THE LEGISLATION VS. THE APPROPRIATION ROUTE

One of the first decisions on implementation strategy that must be made is whether the planners select the legislation, rather than the appropriation route to achieve their network funding goals. In some states, the legislation route will be required if the state does not have a legal base for library networking. But most states do have the necessary enabling legislation.

The legislation route will be preferred if the planners seek assurance for continuity of state funding through a legislated formula, e.g. New York State's public library network. On the other hand, the planners may seek the appropriation route to achieve an earlier start of the program, e.g. New York State's reference and research library network.

If the legislation route is selected, the planners must be as precise as possible in drafting the bill to be submitted to the Legislature, including such elements as the purpose of the program, its administration at the state level, the types of network organizations eligible for state aid, the standards for eligibility of networks, and the state aid formula factors. Of key importance to state officials will be the maximum state cost of the

formula and the appropriation level for the first year of operation. The network legislative bill then must be explained to and understood by those in state government who make the decisions on all "money bills". No affirmative action on network financing will be achieved unless the bill is specifically approved by the Legislature and the Governor, either as submitted or in amended form.

If the appropriation route is selected, the course is an easier one. Usually the appropriation will be a small part of a much larger agency budget (the State Education Department's Budget, in New York's case). In many instances, only the approval of the State Budget Agency is needed to assure network funding if the appropriation level is not a substantial one, compared with other new and expanding programs in all of the state agencies. If the appropriation is incorporated in the Governor's Budget, the prospects for approval by the Legislature are substantially greater than they are if the appropriation is sought in special library network legislation.

NEW YORK STATE'S LEGISLATION AND APPROPRIATION EFFORTS

Library network planners in New York State have been seeking network funding by the legislation or the appropriation routes from 1947 through 1970. The log in Table #1 records efforts in 20 of those years.

There were 23 efforts to win approval for network legislation and 5 successes; there were 6 efforts to seek substantial appropriation gains and 2 successes. There have been three types of major state aid network legislation during that period for: public library systems; reference and research library (3R's) systems; and library building construction. The state aid legislation for public library systems has been introduced in various years at the request of the Governor, or the State Education Department (SED), or the New York Library Association (NYLA). The state aid

TABLE #1

NEW YORK STATE
LOG OF MAJOR STATE LEGISLATION & APPROPRIATION EFFORTS

YEAR	LEGIS-LATION SOUGHT	APPRO-PRIATION SOUGHT	PUB-LIC LIBS.	3R's LIBS.	WON	LOST	LIBRARY PROGRAM & COMMENTS
1947	X		X			X	NYLA BILL: STATE AID TO PUBLIC LIBRARIES
1948		X	X		X		$100,000 - SED BUDGET APPROVED FOR WATERTOWN REGIONAL LIBRARY SERVICE CENTER EXPERIMENT
	X		X			X	NYLA BILL: STATE AID TO COUNTY LIBRARY SYSTEMS
1949	X		X			X	(Same as above)
1950	X		X		X		GOVERNOR's COMMITTEE ON LIBRARY AID BILL: STATE AID TO COUNTY LIBRARY SYSTEMS - $3.65 MILLION MAXIMUM
1951	X		X			X	SED-NYLA BILL: TO AMEND STATE AID LAW - REFINEMENT
1952	X		X			X	(Same as above)
1953	X		X		X		REFINEMENT AMENDMENT TO STATE AID LAW PASSED
1958	X		X		X		SED's COMMISSIONER's COMMITTEE ON PUBLIC LIBRARY SERVICE BILL: MAJOR CHANGES IN STATE AID LAW. PROPOSED NEW STATE AID FORMULA COMPROMISE APPROVED.
1959	X		X			X	SED BILL TO IMPLEMENT FULL STATE AID FORMULA
1960	X		X		X		(Same as above) - $10.3 MILLION MAXIMUM. FORMULA APPROVED
1961	X			X		X	SED BILL: STATE AID FORMULA FOR REFERENCE & RESEARCH LIBRARY PROGRAM (3R's)
1962	X			X		X	(Same as above)
1963	X			X		X	NYLA BILL: (Same as above)
		X		X		X	SED REQUEST: $100,000 APPROPRIATION FOR 3R's PILOT PROJECT
1964	X			X		X	SED BILL: STATE AID FORMULA FOR 3R's PROGRAM ($75,000 REGIONAL PILOT AMENDMENT PASSED BY LEGISLATURE, BUT VETOED BY GOVERNOR)
1965	X			X		X	SED BILL: STATE AID FORMULA FOR 3R's PROGRAM (BILL WITH $275,000 APPROPRIATION PASSED BY LEGISLATURE, BUT VETOED BY GOVERNOR)

TABLE #1 (cont.)

TABLE #1 (cont.)

YEAR	LEGIS-LATION SOUGHT	APPRO-PRIATION SOUGHT	PUB-LIC LIBS.	3R's LIBS.	WON	LOST	LIBRARY PROGRAM & COMMENTS
1966	X		X		X		GOVERNOR'S COMMITTEE ON LIBRARIES BILL: STATE AID TO PUBLIC LIBRARY SYSTEMS AMENDMENTS - $13.3 MILLION MAXIMUM. (NEW CENTRAL LIBRARY AID INCLUDED)
		X		X	X		SED REQUEST: $1.2 MILLION 3R's APPROPRIATION SOUGHT; $700,000 APPROPRIATION APPROVED BY LEGISLATURE & GOVERNOR.
1967	X		X			X	BILL TO PROVIDE STATE AID FOR LIBRARY BUILDING CONSTRUCTION
1968	X		X			X	(Same as above)
	X		X			X	SED BILL: TO AMEND PUBLIC LIBRARY STATE AID FORMULA, INCREASING CENTRAL LIBRARY AID.
		X		X		X	SED REQUEST: TO INCREASE 3R's APPROPRIATION BY OVER $1,000,000.
1969	X		X			X	SED BILL: TO INCREASE CENTRAL LIBRARY STATE AID FORMULAE & ADD $1 MILLION TO NYPL AID.
	X		X			X	BILL TO PROVIDE STATE AID FOR LIBRARY BUILDING CONSTRUCTION
		X		X		X	SED REQUEST: TO INCREASE 3R's APPROPRIATION BY OVER $3,000,000
1970	X		X			X	SED BILL: TO INCREASE STATE AID TO PUBLIC LIBRARY SYSTEMS, CENTRAL LIBRARY AID, & NYPL AID.
	X		X			X	BILL TO PROVIDE STATE AID FOR LIBRARY BUILDING CONSTRUCTION
		X		X		X	SED REQUEST: TO INCREASE 3R's APPROPRIATION BY $680,000.

ABBREVIATIONS:
NYLA = New York Library Association
NYPL = New York Public Library
SED = State Education Department
3R's = Reference and Research Library Program

legislation for 3R's systems has been introduced at the request of SED or NYLA. The library building construction legislation has been introduced by two legislators with the informal backing of SED and NYLA.

Here is a summary of the legislation and appropriation efforts for each of the three programs, as itemized in Table #1:

Program	Legislation Introduced	Legislation Approved	Major Appropriations Requested	Major Appropriations Granted
Public library systems	14	5	1	1
3R's systems	5	0	5	1
Library building construction	4	0	0	0
TOTAL	23	5	6	2

The most successful of our 20 annual campaigns were:

1950 - when 1st public library system state aid law was passed;

1958 & 1960 - when that law was revised substantially; and

1966 - when the second major formula revision was enacted for public libraries and the first appropriation for the 3R's program was approved.

Substantial gains in appropriation levels were recorded by public library systems since the first appropriation in 1950, thanks to the two major formula revisions in 1960 and 1966. The 3R's appropriation gains have not been very great because the program is so new.

Here are the comparative figures:

Public library networks: 1950-51 appropriation	$ 1,000,000
Including aid for central libraries and the Research Libraries of New York Public Library: 1970-71 appropriation	15,500,000
3R's State & Regional networks: 1966-67 appropriation	700,000
Including some increase for the 9 regional networks and some state activities: 1970-71 appropriation	900,000

EXPLANATION OF NEW YORK'S LEGISLATIVE SUCCESSES

While New York State's library legislation and appropriations batting-averages have not been sensational (legislation - .228 and appropriations - .333), the final product for 1970-71 indicates a fair measure of success, compared with other states. The following are some of the reasons for the success of the New York State library legislative strategy over the years:

1. WORKING PARTNERSHIPS. There have been two important partnerships throughout our legislative campaigns. The first is a 5-part harmony that features: members of various state study committees; the State Education Department and the Board of Regents; members of the executive and legislative branches of the state government; leaders of the New York Library Association (NYLA); and leaders of the Library Trustees Foundation of New York State, which was formed in 1949 at the request of NYLA to give the trustees their own organization for leadership purposes. I cannot overemphasize the effectiveness of this partnership throughout the last 23 years. The second partnership is particularly significant in New York State. It included at all times the active cooperation of library leaders in New York City and "Up-state" (the other 57 counties). The rivalry between the legislative factions representing these two important segments of our state is notorious. Fortunately, we have been able to prevent such a negative impact upon library legislation, thanks to statesman-like positions taken by librarians and trustees on many occasions. This latter partnership resulted in the inclusion of annual ear-marked state aid

for the unique Research Libraries of the New York Public Library in the public library state aid law.

2. EFFECTIVE STATE STUDIES. The various library studies that I described in the first chapter of this paper were important not only for the end products of the studies, usually library legislation, but also for the opportunity they gave during the study to leadership among the library interests in New York State to arrive at a consensus and for involvement of key personnel from the executive and legislative branches of the state government who worked on some of the study committees. This latter group provided effective spokesmen within the executive and legislative branches on behalf of improved library service in New York State.

3. KNOWLEDGE OF THE LEGISLATIVE PROCESS. Another factor in our success was the knowledge gained over the years of how the legislative process <u>really</u> works. During our first several years of failures, we gradually learned how decisions on major legislation were reached and by whom the decisions really were made. Thus we identified the key leadership of the state government. We focused much of our attention on those leaders during our legislative campaigns.

4. THE ART OF LOBBYING. Throughout our 20 years of active legislative campaigns, our efforts were marked with these characteristics:

    a) An early appreciation of the importance of some of the key leadership personalities in the state: our governors (particularly Governor Dewey and Governor Rockefeller); our lieutenant governors (particularly Frank Moore and Malcolm Wilson);

other key executive officers who advised governors (particularly Chief Counsel Charles Breitel and Secretary William Ronan); the legislative leaders and their staffs; the Commissioners of Education (particularly former Commissioner James Allen and our current Commissioner Ewald Nyquist, both of whom had experience on library study committees); Deputy Commissioners of Education, who coordinate the State Education Department's legislative programs; and members of the Board of Regents, the State's educational policy making body.

b) We have had both paid and volunteer lobbyists. While the latter group worked on a part-time basis only and lacked personal knowledge of the legislative process as they began their work, it was really the amateurs who achieved the greatest success in dealing with state leaders and in informing library interests throughout the state of the kind of action needed when it was needed. Among those who served as volunteer and unpaid lobbyists were Francis St. John, Edward Freehafer, Joseph Eisner, currently John Frantz, and myself.

c) Over the years we have been fortunate in having the right person in the right place at the right time. This was particularly true of the leadership of the Library Trustees Foundation of New York State. I cite particularly Mrs. Frank Moore, Thomas McKaig, Anthony Cerrato, and Richard Lawrence. Each of

these trustees managed somehow to establish a link with key state leadership at the very time when it was most needed for library legislative success.

d) Our lobbying tactics over the years were marked both by dignity and honesty. No high pressure was employed; nor did we spend any significant amount of money on lobbying efforts. Our low-key approach was much appreciated by state leaders who customarily dealt with either very suave lobbyists or those who used pressure and threats.

e) We learned from each of our failures (particularly in 1952), thanks to continuous vigilance. It is important to learn the nature of legislative opposition and the reasons for such opposition. It pays to keep one's lobbying ear to the ground!

f) New York State's politics are often bitter and very partisan. Somehow, we managed to win bi-partisan support for all of our legislative efforts.

g) We realized early in the game the importance of being able to answer effectively questions about proposed library legislation. Our representatives in the field and within the State Education Department kept good liaison with each other and had quick access to facts that were needed to reply to questions and were able to interpret the impact of legislation on the regions - usually of great interest to legislators.

5. PATIENCE AND PERSISTENCE. As you will note when studying Table #1, the library leadership in New York State had to possess both

patience and persistence. Our failures far outnumbered our successes. We suffered some real heartbreaks: notably in 1951 (when we won a $653,000 library appropriation, only to lose on the legislation required to permit us to spend it), in 1952 (when we discovered active opposition among the leaders of the Legislature without knowing why until it was too late), in 1963 (when we thought that we had won our first victory for the 3R's program, only to lose it all because of a revolt of the Legislature against the Governor), and in 1964 and 1965 (when we won minor victories in the Legislature only to lose both times due to vetoes by the Governor).

6. ADJUSTABILITY. That is another word for "compromise". On a number of important occasions, we decided to accept half-a-loaf in the interest of progress, rather than to insist upon an all-or-nothing solution. Thus, in 1949, we drafted the first state aid formula after being told that the state would provide in 1950 $1 million for such a formula. It required that we had to tailor-make the long range formula so that its first year cost would not exceed $1 million. In 1958, we accepted a compromise in a state aid formula and had to work two more years before the original formula was adopted. In 1966, we revised the state aid formula, making parts of it effective in 1966 and other parts in 1967, because the legislative leaders said that was all that the state could afford in 1966. In 1966, we were happy to settle for a $700,000 first appropriation for the 3R's program - despite the Governor's Committee on Libraries' recommendation of $1.2 million.

7. GOOD TIMING AND GOOD LUCK. It is important to note that neither libraries nor any other government service can expect to make big legislative and appropriation gains each year. The New York library legislative successes seem to run in 8-year cycles: 1950 and 1958 and 1966 mark the years of our major victories. We hope that it doesn't mean that we have to wait until 1974 for our next success. But one lesson that we learned, but never could apply to our satisfaction, was to build in a growth factor in the various formulas that we proposed. The best that we could do was to tie the formulas to population growth, but that has not kept up with the inflationary spiral. It always appeared that state leaders wanted a maximum price tag figure and were unwilling to accept some open-end formula that could increase automatically during periods of inflation. It is difficult to explain how often good luck was on our side. Since there is no way to plan for good luck, I won't dwell on that point.

8. VISIBILITY FACTOR. Jean Connor, Director of SED's Division of Library Development, has stressed the importance of the visibility of a program to demonstrate its value at the time we sought funding for it. Thus, in 1950, when we sought our first state aid for county library systems, we could point with pride to the recently established and operating Erie County Public Library, Schenectady County Public Library, and Chemung County-financing of the Steele Memorial Library of Elmira. In 1968, when new legislation was introduced to amend the formula and to encourage multi-county library systems, we could point to the Monroe-Livingston-Wayne Tri-County Library System and the Clinton-Essex integrated two-county library system. In 1966, when we finally won our

first 3R's appropriation, we could point to METRO, the first regional 3R's system to be formed in our state.

THE FUNDING MIX: STATE, FEDERAL AND LOCAL

The importance of fiscal flexibility in financing library networks is very great. To illustrate New York State's funding mix, I have prepared Table #2:

TABLE #2

MAJOR FUNDING SOURCES: NEW YORK LIBRARY NETWORK SERVICES

NETWORKS	STATE SOURCES	FEDERAL SOURCES	COUNTY SOURCES
PUBLIC LIBRARY SYSTEMS	State aid-systems	LSCA Title I & II	Erie County 100%; varying amounts elsewhere
CENTRAL LIBRARIES	State aid-central libraries	LSCA Title I & II	Erie, Monroe, Chemung, Tompkins, Schenectady 100%
NYPL RESEARCH LIBRARIES	State aid - NYPL	None	None
3R's PROGRAM			
STATE LEVEL	SED appropriation for 3R's	None	None
REGIONAL LEVEL	SED appropriation for 3R's	None	None
NYSILL	SED appropriation for 3R's	LSCA Title III token amount	None
ANYLTS	None	LSCA Title I	None

Since the enactment of the 1958 public library system state aid formula, the percentage of state aid income of total public library operating expenses in the state has more than doubled. In 1957, state aid income amounted to 7.7% of total public library expenses; in 1968, it comprised 16.3%

of the total. As Table #3 demonstrates, state aid receipts rose 533% in the 11-year period; per capita state aid rose from 15¢ to 82¢.

TABLE #3

FINANCIAL DATA ON PUBLIC LIBRARIES IN NEW YORK STATE

1957 and 1968

POPULATION DATA AND RECEIPT & EXPENSE CATEGORIES	1957	1968	% INCREASE
N.Y.S. POPULATION	14,830,192	17,652,161	+ 19
SELECTED RECEIPT SOURCES:			
LOCAL PUBLIC FUNDS	$ 23,718,188	$ 59,711,480	+151
PER CAPITA	$1.60	$3.38	-
STATE AID	$ 2,282,174	$ 14,456,385	+533
PER CAPITA	$ .15	$ .82	-
MAJOR EXPENSE CATEGORIES:			
SALARIES & BENEFITS	$ 21,445,155	$ 60,175,640	+180
LIBRARY MATERIALS	$ 4,869,241	$ 14,648,996	+201
PER CAPITA	$ .36	$ .83	-
OTHER OPERATING	$ 3,308,627	$ 15,820,394	+378
TOTAL OPERATING EXPENSES	$ 29,623,023	$ 88,735,891*	+200
PER CAPITA	$2.19	$5.05	-
CAPITAL EXPENSES	$ 2,794,533	$ 12,095,788	+333
TOTAL EXPENSES	$ 32,417,556	$ 100,451,928*	+210
PER CAPITA	$2.40	$5.72	-

*Adjusted totals, due to dual reporting of some contractual expenses

Source: State Education Department - Division of Library Development

ACTIVATING THE NETWORK IMPLEMENTATION: PERSUADING PEOPLE TO WORK AT STATE AND REGIONAL LEVELS

Following successful network legislation or appropriation efforts, the next step in implementing library networks is to persuade people to work at state and regional levels for the activation of the networks. Once again, a good partnership is needed between state library agency personnel and professional and lay leaders in the field. New York State was fortunate to achieve and retain this fine working partnership throughout the course of our library network history. Here are some of the highlights in the implementation of the various networks in our state.

PUBLIC LIBRARY NETWORKS

Some years ago, while returning from Albany to my home via train, I had lunch with a member of the staff of the State Health Department. During the course of our conversation, I learned that my companion was en route to a meeting in one of our counties to aid in the formation of a county health department. I learned from her that, despite a liberal state aid program to encourage the establishment of county health departments, the number of such departments actually created then was less than the number of counties served by public library systems. She was quite amazed to learn that the establishment of public library systems had proceeded at a faster pace than the establishment of county health departments, despite the fact that state aid for public libraries amounted to less than 20% of total library expenditures whereas state aid to county health departments was pegged at the 50% level of expenditures. In comparing the tactics for encouraging the establishment of these two larger units of governmental services, we learned that the greater success for library development was due to an active leadership role by

professionals and lay people at the regional level - an ingredient missing in the state health movement. Practically all of the leadership for the establishment of county health departments at that time came from the state level. While state leadership is extremely important in any such project, it cannot take the place of regional leadership when informed professional and lay people, who live in the region, work for implementation of the network concept on a regular and continuing basis until they succeed. State agency personnel can never substitute for the people who live in the region and who will profit from the network.

The years from 1945 through 1962 mark the period of intensive work at county and regional levels by trustees and librarians seeking to establish county or regional public library systems. Leadership and coordination for these planning activities came from three state sources: the Library Trustees Foundation of New York State (LTF), the New York Library Association (NYLA) and the Library Extension Division of the State Library (LED), fore-runner of the Division of Library Development. LTF prepared and distributed county library planning kits to trustees throughout the state. LTF appointed a state committee of trustees to work on library system implementation. That committee, together with a similar NYLA committee, staged a workshop on system planning at Syracuse University to assure the availability of informed trustees and librarians for leadership at county and regional levels. LED staff provided help and advice to planners at every opportunity and assisted in distributing LTF planning kits and in sponsoring the Syracuse University workshop.

As a result of this leadership at the state level, many county and regional planning committees worked hard throughout the 17-year period. Most of the planning committees began their efforts with general information meetings at which trustees and librarians from existing library systems spoke on the experiences in network implementation in their own areas. These

"missionary" speakers brought a great impetus to the public library system movement in New York State. Most of the planning committees had no funds for planning purposes so LTF offered to supply speakers at no cost and to provide modest grants of money to planning committees to enable them to meet promotional expenses. It was during this pe·iod that I served as Secretary-Treasurer of LTF and, as one of LTF's proferred speakers, I addressed planning committees in more than 30 counties in the State.

My personal experiences in system planning were with the Erie County Library Association in the period from 1945 to 1947, as a speaker and consultant to the Monroe County Library Association in the period from 1947 to 1952, and in planning and organization of the 4 rural county members of the Pioneer Library System (Wayne, Livingston, Ontario and Wyoming) during the period from 1954 until 1960.

The Erie County Library Association was formed by trustees of libraries in the towns of that county outside of the City of Buffalo. The trustees could see the advantages of a county library system and wanted to organize so that they could have a voice in planning such a system when the time was right. That time came in 1947 when the Erie County Republican leadership expressed an interest in establishing a county library system which would make possible the transfer of financial responsibilities for the two Buffalo libraries, Buffalo Public Library and Grosvenor Library, from the City of Buffalo to Erie County. The decision was made in 1947 to establish the Erie County Public Library which then formed the first major federated public library system in the country by contracting with the two city public libraries and libraries in the towns of the county. The County supplied the funds for the operating budgets of all of the member libraries. The Erie County Library Association leaders played an active role in advocating the establishment of the Erie County Public Library and in influencing political

decisions on the appointment of able trustees to that organization.

With the formation of the Erie County Public Library, trustees and librarians in Monroe County began work in 1947 for the establishment of a similar federated county library system for their county. They formed the Monroe County Library Association which worked for five years before persuading the Board of Supervisors of Monroe County to establish the Monroe County Library System in 1952.

After the formation of the Monroe County Library System, trustees and librarians in Wayne and Livingston Counties, which adjoined Monroe County, intensified their own planning efforts and succeeded in forming county library systems in 1955. As part of their planning, they sought an alliance with the Monroe County Library System so that the people and libraries in those two rural counties could have access to the collections and services of the Rochester Public Library, the central library of the Monroe County Library System. Following the formation of the Wayne County Library System and the Livingston County Public Library in 1955, the trustees of those two systems entered into contractual agreements with the Monroe County Library System to form a three-county federation.

All three county library systems, Monroe, Wayne and Livingston, were established by their Boards of Supervisors as federated library systems. The availability of state aid was the deciding factor in the decisions by the Boards of Supervisors. Each system board then negotiated contracts with the city, town, village, school-district, and association libraries in their counties.

During the next several years, trustees and librarians from Ontario and Wyoming counties, the former adjoining Monroe County and the latter adjoining Livingston County, worked on planning committees seeking to establish their county library systems. Neither planning committee was

successful in persuading its County Board of Supervisors to establish a federated library system. However, after the passage of the 1958 State Aid Law, the planners were able to take advantage of a new option to form cooperative library systems, which were established by the participating libraries, rather than by Boards of Supervisors. Upon the formation of Ontario Cooperative Library System and the Wyoming County Library System in 1959, the trustees of these two systems petitioned to join with Monroe, Wayne, and Livingston Counties to form a five-county federation. This was achieved and the five system boards decided to name the five-county federation the Pioneer Library System (PLS), since this was the first substantial example at the national level of the metropolitan county (Monroe) joining forces with rural counties to form a major library system. Five system boards and 59 member library boards comprise PLS.

While the above activities were taking place in the Buffalo and Rochester regions, similar developments were brewing throughout the State. When the Commissioner's Committee on Public Library Service was in the process of drafting its proposed legislation that was enacted in 1958, there were only 8 library systems serving 13 of the State's 62 counties in operation and receiving State aid as a result of the passage of 1950 State Aid Law. Three of those systems were located in New York City (serving five counties) and the remaining five were centered in Buffalo, Elmira, Rochester, Schenectady and Plattsburgh. With the passage of the 1958 State Aid Law, a new element of flexibility in system planning was introduced - the cooperative library system. As indicated above, the cooperative library system is formed by the member libraries, rather than by a government legislative body. Upon the formation of such a system, the participating libraries elected a Board of Trustees which, in turn, petitioned the Board of Regents for a charter,

thereby achieving corporate status. Such systems were eligible for state aid funds in the same manner as federated or consolidated library systems.

The cooperative library system concept swept the State! Many of the county and regional planning committees, that had been at work for some years, had run into frustrating road blocks because either their county Boards of Supervisors refused to establish a system or, in cases where multi-county library systems were being planned, not all of the Boards of Supervisors were agreeable to forming a library system. So, these planning groups recommended the formation of cooperative library systems in their regions and met with early and remarkable success. In 1958, immediately after the passage of the new law in April, five cooperative library systems were established. In 1959, another five were started. In 1960, another four were chartered. The remaining two systems were established in 1961 and 1962, respectively. That accounted for 24 library systems in the state, but Chemung County entered into a contract with the Southern Tier Library System and Schenectady County entered into a contract with the Mohawk Valley Library System so that the ultimate number of library systems in New York State was reduced to 22. In the 5-year period from 1958 through 1962, 16 new cooperative library systems were established serving 46 of the state's 62 counties. During that same period, three other counties joined the older 8 systems. Thus, when the Onondaga Library System (based in Syracuse) was established in 1962, it became the 22nd public library system and all 62 counties of the State were served by some library system. The only subsequent system growth to occur since 1962 has been the slow but steady growth in the number of public libraries that belong to systems, as boards of trustees of independent or "hold-out" libraries reversed their earlier decisions against becoming members of systems. By the end of 1968, only 17 of the state's 719 public and association libraries were not affiliated with library systems.

Table #4 illustrates the dramatic development of library systems in New York State from 1957 to 1968 - a period of what was probably the most dramatic and briefest reorganization of a government service at the state level in the history of New York State.

TABLE #4

DEVELOPMENT OF PUBLIC LIBRARY SYSTEMS IN NEW YORK STATE

	1957	1968	% Increase or decrease
Population of New York State	14,830,192	17,652,161	+ 19
Population served by systems and nonsystem libraries	13,530,985	17,544,121	+ 30
Percent of population served	90%	99%	-
Number of systems	8	22	+175
Number of libraries in systems	89	702	+688
Number of nonsystem libraries	554	17	- 97
Total number of libraries	643	719	+ 12
Percent of libraries in systems	14%	98%	-
Counties wholly served by systems	13	61	+369
Counties partially served by systems	0	1	-
Counties unserved by systems	49	0	-

REFERENCE AND RESEARCH LIBRARY SYSTEMS

When the State Education Department received its first appropriation for the 3R's program in 1966-67, the establishment of the 9 regional 3R's systems followed almost immediately. There were two reasons for this phenomenon: the need for regional 3R's systems had first been suggested five years earlier in 1961 (so there had been plenty of lead time for planning regional systems); and, secondly, funding for a pilot regional program had come close to reality in several of the previous years, forcing regional

planners with ambition to move very fast so that their region might be selected for the pilot project. However, the pilot funding never came off as the Governor vetoed both proposals by the Legislature.

The greatest stimulation to the establishment of regional 3R's systems came from the work of the Commissioner's Committee on Reference and Research Library Resources, which had issued reports in 1960 and 1961 in which the formation of regional 3R's systems was given great emphasis. Following the issuance of the report of the committee in its final format, its recommendations were discussed at regional meetings of public, college, and special librarians in many sections of the State. In 1964, librarians in the New York City area formed the New York Metropolitan Reference and Research Library Agency (METRO) as the first of the regional 3R's systems in New York State.

SED's Division of Library Development contributed greatly to the organization of regional 3R's systems, both by the personal efforts of its newly formed Bureau of Academic and Research Library staff and by funding the initial study by Nelson Associates in 1962 for purposes of developing a model regional plan for the Rochester area. With the completion of the publication of the report for the Rochester area, librarians throughout the state had one more working tool for applying the potential benefits of the 3R's program to their respective regions. Other regions followed suit by commissioning similar types of study by Nelson Associates and by some librarians. Reports were published for New York City, Brooklyn, Mid-Hudson Valley, Buffalo-Niagara region, and the North Country.

In the Rochester region, to take an example, the following developments led to the formation of the Rochester Regional Research Library Council in 1966:

1. In 1960, Nelson Associates conducted a study for a group of Rochester area colleges on the possible advantages of inter-institutional cooperation. One of the recommendations was the formation of a Council of College Librarians. This Council was formed by the college librarians shortly after the completion of the study.
2. The Rochester Area Council of College Librarians held regular meetings in the years following its formation and spent much of the time discussing potential cooperative programs. On some occasions, public librarians and special librarians were invited to join with them in discussions.
3. It was this group that served as the prime sounding board to Nelson Associates when they conducted the 1961-62 study of the potential 3R's service plan for the Rochester region.
4. When it became apparent that funding for 3R's was likely to be achieved in 1966, the Council of College Librarians voted to take the lead in establishing a regional 3R's system in the Rochester area. The group voted to invite representatives of the Boards of Trustees of the Rochester area colleges and public library systems to attend an information meeting for the purpose of considering whether steps should be taken to form a regional 3R's system. The meeting was held in December, 1965 at which time those in attendance voted to establish an ad hoc Planning Committee to appoint a nominating committee and to call a formal organizational meeting of delegates of the institutions in Rochester region eligible to form a 3R's system. These were the non-profit institutions that provided research library

services. The formal organizational meeting was held in April 1966 when the delegates voted to establish the Rochester Regional Research Library Council and elected its first Board of Trustees of 14 individuals recommended by the Nominating Committee. The newly elected trustees (all lay people) then were asked to request a charter from the Board of Regents to give the organization corporate status. Upon the chartering of RRRLC in June 1966, the organization was in business and became eligible for an establishment grant of $25,000 that the organization could use to begin planning its future and to seek its Executive Director.

Most of the regional 3R's systems were established within a 12-month period. This startling progress was accomplished because the DLD staff kept the planning groups in touch with one another and made it possible for them to share their planning and incorporation documents.

STATE SPECIAL PURPOSE NETWORKS

The implementation of the two current statewide special-purpose networks was somewhat different from the establishment of the regional library networks. The two are: New York State Inter-Library Loan Network (NYSILL) and the Association of New York Libraries for Technical Services (ANYLTS).

In the case of NYSILL, the Commissioner's Committee on Reference and Research Library Resources had recommended the early establishment of a state-wide inter-library loan network to extend beyond the resources of the State Library, at which point the then current public library inter-library loan network stopped. As soon as 1966-67 appropriations for 3R's was a fact, DLD staff began to work with the Regents' Library Advisory Council, a 9-member library advisory committee to the State Education Department. DLD quickly

contracted for a special study of inter-library loan costs in some libraries and library systems in the state. Armed with cost information and with ideas for a 4-level network operation, DLD staff, with the help and advice of the Regent's Library Advisory Council, worked out the NYSILL details. DLD staff were able to secure agreement from the participating service libraries to activate the network early in 1967. Three public library systems agreed to participate as Area Resources Centers and a group of university and special libraries (the latter concentrated in the New York City area) agreed to participate as Subject Resource Centers.

In the case of ANYLTS, the focal point for its inception was the report by Nelson Associates: CENTRALIZED PROCESSING FOR THE PUBLIC LIBRARIES IN NEW YORK STATE, which was published and distributed in 1966. This report was presented to the public library leadership in the State at the Annual Public Library System's Conference in Niagara Falls in 1966. Each library system was given an opportunity to decide whether it wished to participate in the formation of a corporation to determine the feasibility of a single computer center for acquiring and cataloging materials for all the public libraries in the state. The other charge to the new corporation would be to activate such an operation if it was found to be feasible. Because centralized processing was the most expensive system service and because Nelson Associates pointed out in their report the potential savings to library systems through a centralized statewide operation, the boards of trustees of the 22 public library systems soon voted to participate in the formation of the new corporation. ANYLTS was created in 1966 by the representatives of the 22 systems, on which occasion a Board of Trustees of 9 was elected. The Board of Trustees has since decided that a statewide processing operation is feasible. It has since engaged its own Director

and staff, adopted an implementation timetable, and secured sufficient pledges from library systems to serve as customers that it may become a reality in the early 70's if sufficient venture capital is made available to it.

NETWORK ORGANIZATION AND PROGRAMS IN NEW YORK STATE

This chapter will deal with the structuring of library networks in New York State at the state and regional levels. It also will describe the inter-governmental and inter-library relationships that have been achieved by the formation of such networks with the aid of contracts. It will summarize in checklist form the major network programs offered by public library systems and regional 3R's systems in New York State.

LIBRARY NETWORKS IN NEW YORK STATE

The two regional library network programs in New York State have been discussed at great length in this paper to this point. They are the 22 public library systems and the 9 regional 3R's systems.

Since New York State has 62 counties, it should be apparent that most of the library networks in New York State are multi-county in their territorial coverage. Table #5 lists statistical data in terms of numbers of counties served by the two groups of regional library networks.

Variation among the number of counties served by public library systems results from the informal and long-term development of the systems: the first having been established in 1947 and the last in 1962. Other factors determining the county "mix" of these systems were inter-county rivalries, desire of some metropolitan counties to go it alone, and the jig-saw pattern of unorganized counties that were left after the early stage of system development had taken place.

The story of the territorial development of the regional 3R's networks was totally different. These had the advantage of studying the public library system development and, because existing patterns of regional delivery and inter-library loan service had already been established by

TABLE #5

COUNTIES SERVED BY PUBLIC LIBRARY & 3R's NETWORKS IN N.Y.S.

PUBLIC LIBRARY SYSTEMS			3R's SYSTEMS		
COUNTIES SERVED	# OF SYSTEMS	NAMES OF SYSTEMS	COUNTIES SERVED	# OF SYSTEMS	NAMES OF SYSTEMS
1	7	Brooklyn, Buffalo & Erie, Nassau, Onondaga, Queens Borough, Suffolk, Westchester	2	1	LONG ISLAND
			4	1	CENTRAL N.Y.
2	2	Chautauqua-Cattaraugus, Upper-Hudson	5	1	ROCHESTER
3	4	Clinton-Essex-Franklin, Mid-York, Nioga	6	2	METRO, WESTERN N.Y.
3½	1	Ramapo-Catskill	7	1	NORTH COUNTRY
4	4	Four-County, Mohawk Valley, North Country, Southern Adirondack	8	1	SOUTHEASTERN
			10	1	CAPITAL DISTRICT
4½	1	Mid-Hudson	14	1	S. CENTRAL
5	3	Chemung-Southern Tier, Finger Lakes, Pioneer			

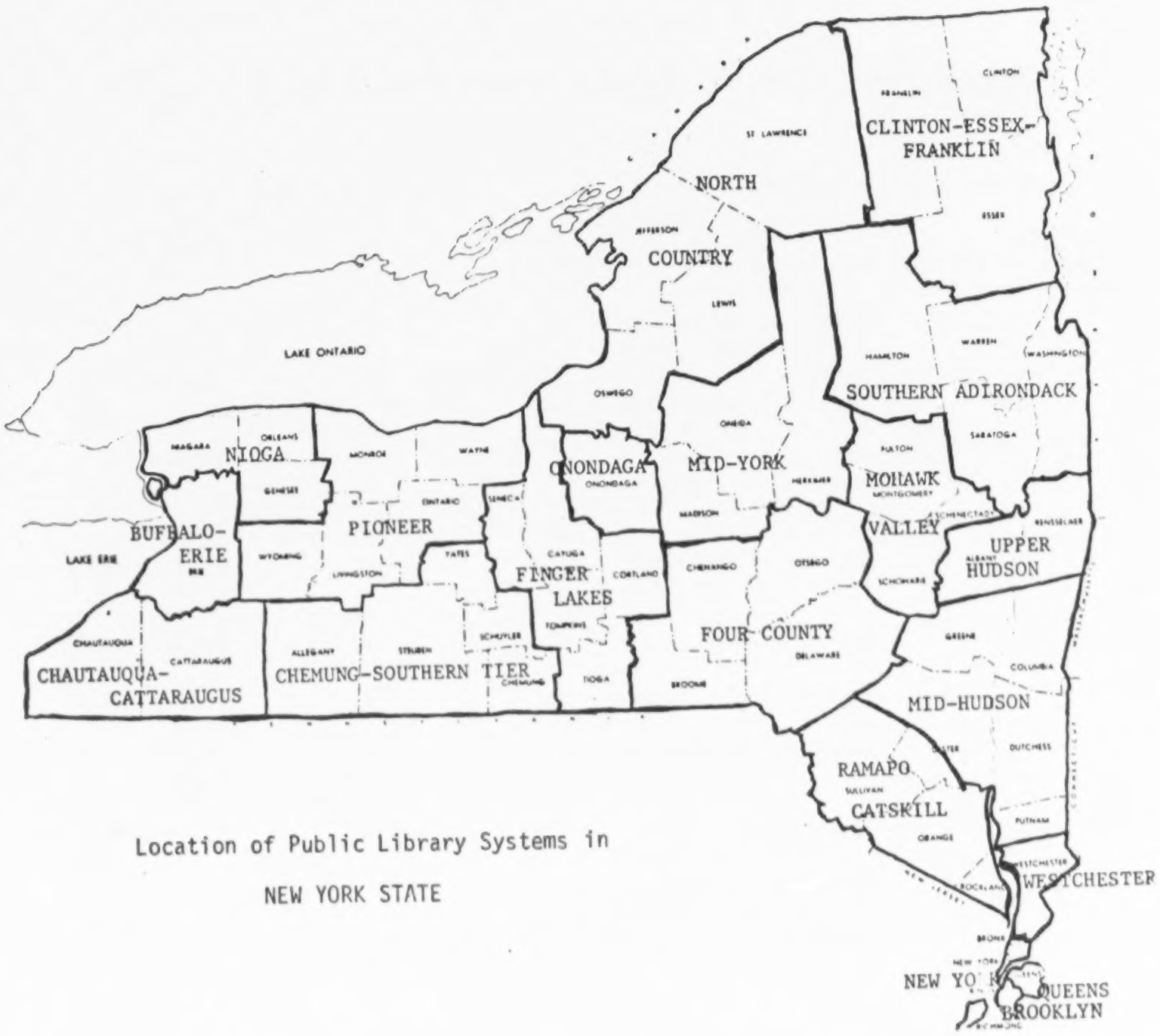
public library systems, SED established a regulation that required the newly forming regional 3R's systems to include entire territories of public library systems affiliating with the 3R's systems.

For a better understanding of New York State's geography and of the service territories of the public library and 3Rs networks, the reader is referred to: Map #1 - Location of public library systems in New York State, and

Map #2 - Map of reference and research library resources systems.

Both maps were prepared by SED's Division of Library Development.

MAP #1



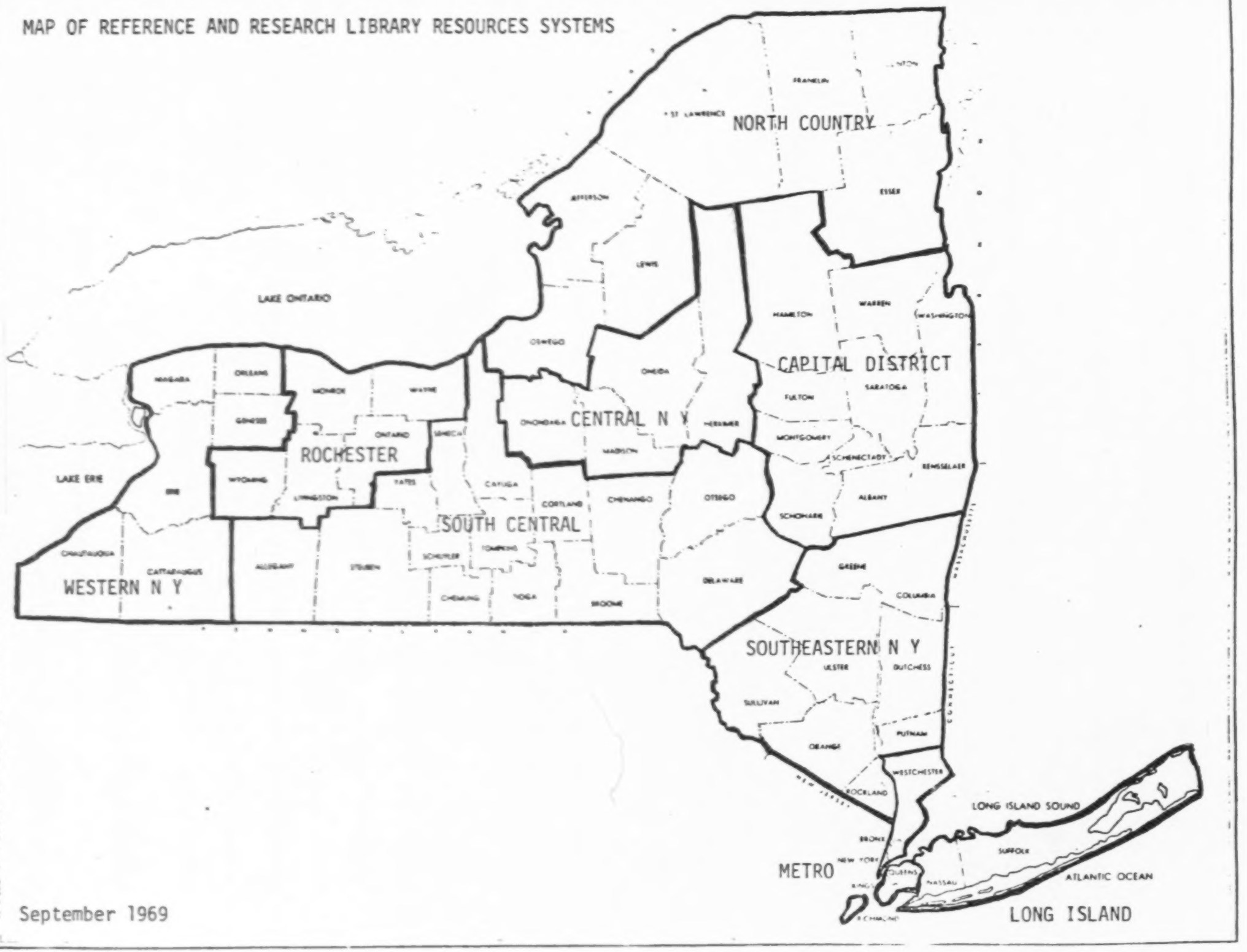
Location of Public Library Systems in

NEW YORK STATE

The University of the State of New York
The State Education Department
Division of Library Development

Albany - July 1, 1969

MAP OF REFERENCE AND RESEARCH LIBRARY RESOURCES SYSTEMS



September 1969

MAP #2

D - 2 - 43

The two statewide special-purpose networks, NYSILL and ANYLTS, are structured very differently. The NYSILL network is held together by a series of contracts between SED and the participating Area Resource Centers and Subject Resource Centers. The coordinating and communications center for NYSILL is the State Library in Albany, a unit of SED. The remaining parts of the network are the public library systems and the regional 3R's systems and occasionally individual members of those networks with their own teletype facilities. All requests for materials through NYSILL are transmitted by teletype from regional points to the State Library where, if not filled by the State Library and eligible for NYSILL, they are forwarded to the appropriate Area Resource Center. If the Area Resource Center is unable to supply the material, it forwards the request to the appropriate Subject Resource Center. Each of the participating Area and Subject Resource Centers are reimbursed for their search and supply services by SED under an annual contract. NYSILL is financed from State 3R's appropriations and federal LSCA Title III funds.

ANYLTS, on the other hand, is an educational corporation established by the 22 public library systems and managed by a Board of Trustees, elected by the participating library systems. To date, ANYLTS has no contractual relationships with library systems, but it is anticipated that it will have annual contracts with customer systems when it becomes operative. At the present time, the operating costs of ANYLTS are provided largely by SED from federal LSCA Title I funds, which are augmented by rather token system dues paid annually by the 22 public library systems.

NETWORK CHARACTERISTICS

The library networks in New York State have a number of differences to demonstrate the flexibility of network planning in the state. Here are

some of the areas in which networks differ:

1. State-controlled vs. locally-controlled;
2. Public-controlled vs. private-controlled;
3. Consolidated vs. federated vs. cooperative; and
4. Primarily locally-funded vs. regionally-funded.

An example of a state-controlled network is NYSILL, the inter-library loan network controlled and operated by the State Library with contractual agreements with other participants. The other statewide network, ANYLTS, on the other hand, was established by the public library systems and is operated by trustees elected by the systems. Another comparative illustration: the Watertown Regional Library Service Center was controlled and operated by the state until it was succeeded by the North Country Library System which is controlled and operated by a regional board of trustees.

Illustrations of public-controlled and private-controlled networks are: the Monroe County Library System (MCLS) that was established by the County Board of Supervisors which also appointed its trustees, making MCLS a public-controlled network; and the Rochester Regional Research Library Council (RRRLC) that was established by a group of non-profit educational institutions (both public and private) which also elected its trustees, making RRRLC a private-controlled network. Both MCLS and RRRLC Boards of Trustees received incorporation charters from the State Board of Regents, which has power to charter both public and private educational agencies.

It is the public library systems in New York State that demonstrate the differences among three network organizational forms: consolidated, federated, and cooperative. Here are the major differences with illustrations:

CONSOLIDATED - New York Public Library (NYPL) is a consolidated library system serving 3 counties in New York City.

It is consolidated because it has one policy-making board and one administration controlling all libraries in the NYPL system. Other examples: Brooklyn Public Library, Queens Borough Public Library and Schenectady County Public Library (part of larger Mohawk Valley Library System).

FEDERATED - Monroe County Library System (MCLS) is a federated library system. The MCLS Board of Trustees is appointed by the Monroe County Legislature (successor to the Board of Supervisors, mentioned above). It does not control the libraries in the county, but has a contract with them, thereby creating a federation. Other examples: Buffalo and Erie County Public Library, Wayne County Library System and Livingston County Library System.

COOPERATIVE - Ontario Cooperative Library System (OCLS) is a cooperative library system. The OCLS Board of Trustees is elected by its member libraries. It does not control the libraries in the county, but has a contract with them, thereby creating a cooperative. Other examples are Wyoming County Library System and 16 other public library systems.

Please note the underlined words. Consolidated systems control all libraries with one board and administration; federated library systems do not control all libraries, but bind them together with contracts between each library and the system's board of trustees which is appointed by a public body, the County Legislature; and cooperative library systems are similar to federated systems, except that their boards are elected by their member libraries. The Pioneer Library System, described earlier, is a federation of

5 systems: 3 of which are federated (Monroe, Wayne & Livingston) and 2 of which are cooperative (Ontario & Wyoming)!

The other difference among systems is the chief local funding source. Buffalo & Erie County Public Library (B&ECPL) and Monroe County Library System (MCLS) both are federated library systems but B&ECPL is a regionally-funded federation; whereas MCLS is a locally-funded federation. The operating expenses of B&ECPL and all its member libraries are borne by Erie County; the operating expenses of MCLS and its member libraries are borne by a variety of local governments: county, city, towns, villages and a school district.

INTER-GOVERNMENTAL RELATIONS: PUBLIC LIBRARIES

The fantastic growth of public library systems in New York State has involved every level of government in the state hundreds of times over. The fact that almost 700 boards of trustees in communities throughout the state at some time had to make major policy decisions to join library systems is evidence that more than a ripple was created in the pool of inter-governmental relations throughout the State. While the library boards, rather than local government legislative bodies, approved the contractual agreements for the libraries' entry into systems, most community library boards had the good sense to explain their actions to their local sponsoring governments. Thus it was that city councils, town boards, village boards, and the voters in school districts learned that their public or association libraries were seeking to broaden their services to their public through membership in cooperative or federated library systems. While the public library system movement in New York State preceeded by some years the current growing interest of local governments in regionalism and cooperation, the climate apparently was favorable for library participation in regional programs

in the late 50's and early 60's.

What happened in my own Monroe County is in many ways a mirror of the events in each county of our state. The first governmental impact on library service was from the State which offered financial aid if the libraries in Monroe County would reorganize into a network. Library trustees and librarians from a variety of communities in the County then spent several years trying to persuade the County's Board of Supervisors to establish the system. One of the key factors in this move was the position of the City of Rochester which had established and had supported the Rochester Public Library (RPL) - the logical central library of a county library system. The City administration, being assured that some State funds would come to RPL via the system, advised RPL's trustees that it would support a county library system. Finally, the Supervisors and the County Manager gave the green light for the establishment of a county library system in 1952. The trustees of the libraries in the towns and villages then went to work explaining to their local officials that membership in the system would not hamper their own local library development, nor would it lessen the need for local support of the libraries. But it took county officials 15 years of admiring their federated library system before they voted to contribute substantially to its support. That decision was made by the County Legislature(which replaced the Board of Supervisors) in 1967 when it voted 28 to 1 to provide substantial county financing for the central services of RPL in the interests of fiscal equity and furthering the City-County partnership. During the 16 years that I have worked in Monroe County, our library system has had dealings with city and county officials, every one of the 19 town boards, and with most of the village mayors and village boards. It has been my staunch claim that our federated library system has done more to bring about goodwill and cooperation among the various levels of government than any other government agency or

program in our county. One of the major factors for this achievement, in my judgment, has been the active participation of lay people as trustees and policy makers in the 19 MCLS member libraries.

On the subject of financing (one of government's major roles in library development), I foresee a new trend in inter-government relations in the years ahead. At the present time, the State of New York, although providing less than 20% of the total income of public libraries in the State, with its state aid program has achieved a revolution in library service in the State. The great bulk of public tax support for public libraries, however, continues to come from cities, towns, villages, and school districts of our State. The dream of the 1949 planners on the Governor's Committee on Library Aid was that the county would become the dominant library financing agency in the future since it is the largest unit of local government with tax levying authority. However, that dream never materialized although it was given substantial impetus by Erie County when it decided in 1947 to finance the operating costs of all the public libraries through its newly established Erie County Public Library. But, in recent years, county governments show some signs of awakening. In the last couple of years, there have been a number of major developments in county financing of library services. To demonstrate the complexity of county financing of library service, here is the 1970 picture in New York State.

Since 5 of the 62 counties in New York State are located in New York City, which finances the New York Public Library, Brooklyn Public Library, and Queens Borough Public Library, we will concern ourselves only with the other 57 counties. During 1970, 24 of the 57 counties are providing no funds for library service. Another 6 are making annual token grants to library systems of $6,000 or less - mostly less. Another 12 counties are making larger annual appropriations for library systems serving their area.

Of the 12: 6 are appropriating between $10,000 to $25,000; 4 between $25,000 and $57,000; one is appropriating $100,000; and another $285,000. The largest two appropriations are being made by Suffolk and Nassau Counties, respectively, to their county library systems on Long Island. Three counties are making substantial appropriations to their own county library systems (including their central libraries) which are part of larger federated multi-county systems. These 3 counties, Tompkins, Chemung, and Schenectady, have appropriated $247,000, $329,000 and $764,000 respectively in 1970. Tompkins also includes small amounts for the multi-county system and for other community libraries in the county.

The most substantial of the new trends by counties has been in my own Monroe County which in 1970 has appropriated $1,277,000 to support the central library services of the Rochester Public Library and another $44,500 to augment the budget of the Monroe County Library System. This move by Monroe County to provide funds primarily to the city library is unique in the State at this time. As indicated earlier, by far the most substantial recognition of the importance of library service by a county government is in Erie County which in 1970 is appropriating $6,289,630 to finance the operating costs of the entire library system including the central library and all member libraries.

Because so many New York State public library systems are multi-county in scope, some county governments are finding it hard to justify contributing substantial sums to a library system serving more than one county without assurance of similarly scaled contributions by the other participating county governments. As a result, there has been a recent trend by some counties to appropriate money for library service primarily for the community libraries within their counties that also are members of a larger multi-county system. There are three counties that are providing relatively

small appropriations (between $13,000 and $20,000 annually) primarily for member libraries of the systems located within their county boundaries, with a small fraction for the systems too. There are another 7 counties that make appropriations only for the community libraries within their borders, ignoring the needs of the library system entirely. One of these appropriates under $10,000 annually; 2 between $10,000 and $25,000; 2 between $25,000 and $50,000; and 2 between $50,000 and $60,000.

While these figures on county appropriations are not very startling, in some cases they constitute the beginnings of what may become an important trend in governmental relations affecting libraries in our State.

INTER-LIBRARY RELATIONS

The development of public library systems required active inter-library relations among all of the 700 participating library boards, administrations, and staff. But the newly formed regional 3R's systems have achieved a striking record for cooperation among libraries - regardless of type. In the 9 regions throughout the state that have formed 3R's systems, a refreshingly new partnership has developed among university and college librarians, public librarians, and special librarians. Only the school librarians have been left out to date. In most of the regions, the librarians worked together to form the system and comprise the great majority of the trustees in the 9 regional systems. Only the Rochester Regional Research Library Council has an all lay board. That board, however, has established an Advisory Committee of librarians to which is referred every major policy proposed for review before action by the lay board of trustees. Not only have these varied groups of librarians worked together to plan their regional systems and to organize them (including the tedious jobs of preparing charter applications, by-laws, and annual operating budgets), but they have worked together to activate the programs of service in their regions. To top it off,

they have been participating together in a great variety of continuing education programs, proving to my satisfaction that librarians have far more in common than the isolationists of our breed have ever imagined. The voting institutional members of the 3R's systems are the non-profit educational institutions that operate research library service. These institutions usually are the universities, colleges, special libraries in non-profit institutions, e.g. museums and hospitals, the public library systems and some of their central libraries that are in the larger 3R's systems territories. Non-voting, but important, members or affiliates are the special libraries of profit-making institutions. These are excluded from voting membership because of the public tax funds administered by the 3R's systems ($55,000 per system of state funds in 1970-71).

THE IMPORTANCE OF CONTRACTS IN SYSTEMS

Eighteen of New York State's 21 public library systems are either federated or cooperative. These systems and their members are bound together through a series of contracts, some renewed annually and some automatically renewed each year. Because systems vary in what services they supply directly and what they supply through contract with their central libraries, no two system contracts are identical.

I have prepared a checklist of the major contract provisions within the Pioneer Library System to demonstrate the flexibility of our 3 basic contracts: the Rochester Public Library (RPL) Central Library contract with the Monroe County Library System (MCLS); the MCLS contract with its 18 other libraries; and the MCLS contract with the other 4 county library systems that binds us together as the Pioneer Library System (PLS).

TABLE #6

MAJOR CONTRACT PROVISIONS - PIONEER LIBRARY SYSTEM

#	MCLS AND MEMBER LIBRARY CONTRACT PROVISIONS (1958 AGREEMENT)	PLS INTER-SYSTEM CONTRACT: LIBRARIES IN OTHER 4 COUNTIES (1960)	RPL CENTRAL LIBRARY CONTRACT WITH MCLS (1960)
1.	Member: provides free access and loan privileges to all PLS residents.	Same for PLS	Same for RPL
2.	Member: agrees to lend via inter-library loan to all PLS residents.	Same for PLS, but PLS agrees to share cost of MCLS staff performance service in Central Library	Same, but PLS agrees to reimburse at 20¢ per loan
3A	MCLS: agrees to provide centralized book processing services (ordering, cataloging, preparation for use) and supplies free of charge to member libraries. (purchased from RPL)	MCLS: agrees to extend these services to PLS for which PLS will pay →	MCLS: agrees to pay RPL $63,000 to process its own materials and to pay 50¢ for each $1 worth of materials processed for MCLS & PLS & their member libraries.

3B	Further re centralized processing: Member: guaranteed free choice in selection MCLS: selects vendors Member: guarantees to pay vendors when billed Member: has option to process own materials Member: agrees to use MCLS order forms MCLS: makes decisions on cataloging & classification systems and materials used. MCLS: sets monthly book repair quotas	Same provisions for PLS members	Not applicable: RPL, as provider of service for MCLS, acts for MCLS
4	MCLS: provides free delivery service to members (purchased from RPL)	PLS: provides delivery service to their members	MCLS: agrees to pay RPL 100% of cost of delivery to its branches & other MCLS members
5	Members: agree to comply with regulations of Board of Regents	Not applicable (PLS have same provisions in contracts with their members)	Same for RPL
6	Members: agree to keep records and make reports as requested by MCLS	Not applicable	Same for RPL

7	MCLS: agrees to submit plan of service to Commissioner of Education for his approval and to supply reports and information that he requests.	Same for PLS	Same in RPL contract
8	MCLS: to advise & counsel member libraries	Not applicable	MCLS: ditto to RPL
9	MCLS: agrees to share cash grants of 15¢ per county capita among member libraries, based upon material expenditure % of previous year.	Not applicable	MCLS includes RPL
10	MCLS: agrees to conduct 6 program meetings per year for member libraries	Not applicable	Not included
11	(See RPL)	Not applicable	MCLS agrees to pay RPL 50% of poster and display and multilith services to extend to other MCLS members.

12.	(See PLS & RPL)	PLS: agrees to pay MCLS for RPL - $500 per county in lieu of non-resident fee	MCLS: agrees to pay RPL the $500 per county from PLS
13.	Contract is automatically renewed unless terminated by either party at least 60 days prior to Dec. 31 renewal date.	Same provision	Same provision

MAJOR SERVICE PROGRAMS OF N.Y.S. NETWORKS

The major functions of library networks in our State are: leadership, planning, coordination, consultative, fiscal, public relations (on behalf of all their members), and liaison (on behalf of members with other library and governmental agencies). These functions are discharged through a variety of programs and activities. The SED report, EMERGING LIBRARY SYSTEMS, listed the following 1965 major programs and activities for the 27 reporting systems (the 22 usual systems, plus 5 smaller systems federated into larger units). The numbers indicate the statewide scope of the services.

COORDINATION:

DIRECT BORROWING ACCESS - 24

Return of Materials Anywhere - 19

Bookmobile Service - 17

Station Service - 12

(NOTE: 6 Western New York library systems have formed a Reciprocal Borrowing Cooperative, extending access via single library card to 19 counties)

INTER-LIBRARY LOAN & PHOTOCOPY SERVICE - 27

CENTRALIZED PROCESSING OF MATERIALS - 27

LIBRARY MATERIALS SELECTION AIDS - 27

Book Discussion Meetings - 23

LIBRARY MATERIALS PROGRAMS

Rotating Collections and Bulk Loans - 27

Pool Collections - 19

Book Grants to Members - 17

16mm Film Collections - 26

Phonorecord and Tape Collections - 23

DELIVERY SERVICE - 27

LEADERSHIP AND CONSULTATIVE:

CONSULTANT SERVICE - General - 27

Adult Service - 10

Young Adult Service - 9

Children's Service - 15

Audio-Visual Service - 3

WORKSHOPS AND IN-SERVICE TRAINING

For Professional Staffs - 24

For Trustees - 17

For Clerical Staffs - 14

Program Meetings - 21

PUBLIC RELATIONS:

PUBLICITY (posters, bookmarks, booklists, news releases) - 27

Public Relations Directors - 14

Display Artists - 17

Exhibits - 23

Radio Programs and Spots - 21

Television Programs and Spots - 10

BULLETINS AND NEWSLETTERS - 25

FISCAL:

Cash Grants to Members - 19

In terms of dollar costs, these were the most expensive system services in 1965:

1. Centralized processing
2. Grants (cash, materials, travel)
3. Consultant service
4. Deposits and rotating collections
5. Bookmobile service
6. Inter-library loan service
7. Delivery service
8. Public relations services and materials
9. Audio-visual services and materials

The regional 3R's systems do not yet have the financial resources of public library systems so that their list of programs is not as extensive. They have been concentrating their efforts on planning and on these programs: Inter-Library Loan, Delivery Service, Consultant Service, Workshops and Continuing Education, Publicity, and Bulletins and Newsletters.

NETWORK TRENDS IN NEW YORK STATE

The library network history in New York State has been an exciting one. Substantial changes have taken place at the state and regional levels during the 23 years of network developments. We are looking forward to further substantial changes in years to come.

At the risk of over-simplification, I will borrow from the computer language and state that we are now in our Second Generation of network trends at the state and regional levels and are preparing to embark on our Third Generation of trends, beginning in 1971.

REGIONAL TRENDS

At the regional level, the First Generation included a series of steps that transformed the public library pattern from 650 isolated, independent and usually inadequate public library units into 22 systems or networks. These networks afforded their individual members great opportunities to extend and improve their services to their publics through a great variety of cooperative programs. Some of the 22 networks have joined forces to establish larger and fewer units for specific purposes. Examples are three federally-financed LSCA recruitment projects, based in Rochester, Syracuse, and New York City, established to aid most of the public libraries in our state to meet their long-range professional recruitment needs. Another example of a multi-system program is the Western New York Reciprocal Borrowing Cooperative, through which 6 library systems serving 19 counties have eliminated inter-system barriers to public access. A single borrower's card, issued by any of the 200 plus participating libraries, permits library patrons to use public libraries free of charge from the Niagara Frontier to Syracuse and from Lake Ontario to the Pennsylvania border. Culminating this First Generation network

development was the formation of ANYLTS in 1966 - the corporation founded by the 22 public library systems to centralize processing of library materials at one point in the State of New York.

The Second Generation of regional networking in the state began with the formation of the 9 regional 3R's systems that include, not only public libraries, but college, university and special libraries in working teams to share their resources better to serve their publics. The 3R's development has not only broken down geographical barriers, but also the phychological and institutional barriers that have long existed among various types of libraries. This Second Generation regional movement culminated in a series of statewide programs, the most notable being NYSILL, the communications and inter-library loan network linking public library systems and regional 3R's systems with the State Library and with the Area and Subject Resource Centers of the State via teletype communications.

Now, as a result of three years of study and work by the Commissioner's Committee on Library Development (CCLD), we are looking forward to the Third Generation of regional library networking as we plan for the years ahead. CCLD, in its report to the Commissioner of Education, has reaffirmed its faith in the network concept. It has stated as its preamble the right of all residents of New York State to free access via their local libraries (whether they be public, school, college, university, or special libraries) to a network that is statewide in scope. CCLD envisions statewide coverage by special-purpose library networks that are cooperatively planned, jointly financed, and state coordinated, to give to all library users total access to all library resources and programs through local access to some type of library. Every library of any type should be eligible for participation in the network. Access to the network services should be unrestricted as to age of user. New regional networks

serving the special needs of school library service should be established and strong programs of coordination should be implemented to guarantee that the three regional networks, public libraries, 3R's, and school libraries, be coordinated to the greatest degree possible. CCLD envisions that these networks should have access to strong non-book materials collections, now lacking in so many sections of our state. It recommends that planning be undertaken to establish relatively strong intermediate libraries in those sections of the state where access to strong central libraries of regional networks is negated because of great distances. It urges the strengthening of the NYSILL network and the linking of that network to other strong out-of-state resources to strengthen it. At the community level, CCLD looks forward to the day when there may be established a single media agency (library) to serve the general public and students at elementary, secondary and collegiate levels where the community to be served has also benefited from the integration of some educational, cultural, health, or social services through physical grouping and functional consolidation. Also at the community level, CCLD urges public libraries and school libraries to examine carefully the potential benefits of concentrating in the elementary school media center the responsibility for meeting all of the library needs of all elementary school age children. CCLD also recommends that a statewide library system to serve the residents of health, welfare, and correctional institutions be established as a single network to bring long overdue quality library service to the handicapped of our state. It looks forward too to the implementation of the ANYLTS statewide processing center and to its expansion or adaptation to provide similar services to school, college, university and special libraries in our state.

STATE TRENDS

At the state level, we have seen our state library agency move in its First Generation from serving inadequately the individual, isolated public and school libraries to working in a new way with public library systems and with some emerging regional school library systems. The Second Generation of statewide networking began with the addition of the Bureau of Academic and Research Libraries to the Division of Library Development to form a new partnership with the regional 3R's systems. For the first time, in this Second Generation, the state agency was able to provide service to college and special libraries. In that same generation, the State Library initiated the NYSILL network and experimented briefly with Facsimile Transmission, only to find that we were ahead of our time.

During the Third Generation of statewide networks, CCLD looks forward to further coordination and strengthening of the library agencies within the State Education Department, bringing together as a working team those responsible for all types of library and audio-visual services. It has urged that there be representation in the Commissioner of Education's cabinet by a SED official responsible for and directly involved with library development in our state. CCLD has recommended the establishment of an intra-departmental Council of Educational Media and Resources, chaired by the Commissioner of Libraries to work toward integration of library planning at the state level. It recommends that the Regents Advisory Council on Libraries be strengthened and made as representative as possible to maintain a strong partnership between the state agency and those in the field. CCLD expects that the state agency personnel will concentrate much of their efforts on their role as coordinator of state-wide and regional library network activities so that we achieve maximum benefits from networks and minimum duplication or unnecessary effort. CCLD

hopes and expects that present and emerging technology will be utilized by state library personnel not only for centralized processing and communications, but also to improve public service through new devices such as cable television and the developing film and video tape cartridges that promise to revolutionize communications.

The Third Generation of library networks in New York State, both at regional and state levels, affords librarians and lay library leadership an opportunity for progress in service to our people that should eclipse the achievements of the first two generations of library networks in New York State.

KEY PROBLEMS AND SUGGESTED SOLUTIONS:

NETWORK FINANCING, IMPLEMENTATION AND ORGANIZATION

This last chapter attempts to summarize in checklist format the key problems that have confronted librarians during network implementation in New York State - in the past and present. Solutions to most problems are suggested - again in checklist format. Many of the solutions suggested for today's problems have been devised by the Commissioner's Committee on Library Development (CCLD) in its June 1970 report to Commissioner Ewald Nyquist.

NETWORK FINANCING

PROBLEMS	SUGGESTED SOLUTIONS
1. The current status of library financing is deficient, why seek network funds? Examples: library appropriations are low; local government's property tax and college's tuition income are too narrow bases; most state agencies are under-budgeted.	1. The establishment of networks makes sense to government and education policy makers. Regionalism is a growing trend. Networks can help members demonstrate fiscal needs and seek greater share of state and federal funds not now available - both of which overcome narrow base problem.
2. How can libraries succeed in gaining network funding?	2. By careful studies and planning; by strong legislative campaigns, by hard work and learning from other areas and states; by establishing priorities for the use of state and federal funds.

PROBLEMS	SUGGESTED SOLUTIONS
3. Equity issues: a) Central libraries of public library systems give far more than they get and are supported by only a small fraction of the systems' population; same likely to be true of research network central libraries.	3.a) Long-range CCLD solution: total library funding by the state. Short-range solutions: 1. Ear-marked state aid for central libraries. 2. Broader tax base for central libraries, e.g. county or region. 3. Special research library collection development fund. 4. Require fair payment for services rendered via contract.
b) Problems: some communities or institutions support library service well; others who join network do poorly and benefit greatly; some districts don't support library service at all, but residents benefit.	b) Set minimal network standards and prevent entry by sub-standard libraries; or admit them provisionally and have network aid them to upgrade themselves, or provide matching state and network funding as an incentive and to reward effort.
4. Concern that state aid formulas fail to provide for future increased funding requirements due to inflationary costs, population growth, and increased network service demands.	4. Some solutions: 1. Include inflationary escalation clause in formula if you can swing it. 2. Key formula to per capita aid that will grow with population. 3. Make some services optional, to be financed by libraries requesting services.

PROBLEMS	SUGGESTED SOLUTIONS
	4. Maintain accurate cost records, seek regular reviews of formula and justify increases needed.
5. State aid formulas fail to take into account economic variations: varying ability to pay in some regions, and higher costs to serve sparsely settled areas and areas with disadvantaged populations.	5. Some solutions: 1. Seek as broad a tax base as possible to limit need for equalization. 2. Include an equalization and/or sparsity factor in the formula. 3. Include special formula provision for extra aid to disadvantaged areas (CCLD).
6. There is great fear that libraries that join state or federal-financed networks will suffer compensatory losses in local income.	6. It certainly hasn't happened in New York State in 20 years. ALA national systems study also proved this fear to be unfounded.
7. How do states secure funding for special-purposes statewide networks, e.g. NYSILL and ANYLTS?	7. First, they have to have high state priority in planning and funding. Other points: give priority in planning use of federal and state funds; include % factor in state aid formula to finance such networks serving all systems, seek compensation from user libraries for all or part of services rendered.

ACTIVATING NETWORK IMPLEMENTATION

PROBLEMS	SUGGESTED SOLUTIONS
1. Lack of understanding of network's potential value by librarians and policy-makers and by public.	1. Planning leaders must undertake a vigorous educational program.
2. Lack of lay and professional leadership in the regions to spark implementation process.	2. State planning leadership (state library association and state agency staff) should seek out potential leadership personnel in the regions. They should utilize individual and group training methods to prepare them for leadership roles.
3. Two additional liabilities: complete satisfaction with the status quo by trustees and librarians and a fear of loss of autonomy if their library joins the network.	3. The first attitude, smugness, is most difficult to overcome without offense to the person. Try to involve person in the planning process through appeal for his "leadership"; he may learn en route. Response to fear of loss of autonomy is to invite participants in other networks to speak from experience.
4. Personality problems; mistrust, jealousy and desire for power or leadership.	4. Try to involve these people in every step of the regional planning and activation process. They will know what is going on and thus will have less reason to imagine the worst or to misjudge the abilities of others.

PROBLEMS	SUGGESTED SOLUTIONS
5. Attitude of "isolationism" from other types of libraries: conviction that there is no common interest ground; feeling of superiority; exaggerated concern to protect the interests of their immediate clientele.	5. Cite examples of operating networks that include various types of libraries, e.g. N.Y.S. 3R's. Point out use of different area libraries by high school and college students who ignore artificial inter-library barriers.
6. Fear of imbalance in use by network patrons: that their libraries will be asked to provide a disproportionate share of loans and service. Concern for inequity of use. Desire to restrict network access to select groups, excluding students.	6. There are several possible solutions: 1. Incorporate in regional or state plan an equitable compensation program so that libraries used most heavily are reimbursed. 2. Institute access service on a pilot or gradual basis to determine facts in access patterns. 3. Cite experiences of similar libraries that participate in other networks. 4. Start inter-library loan service before access service to minimize direct access impact.
7. Problems with central libraries of networks: a) Key central library is "luke warm" about accepting responsibility to serve as hub of network.	7.a) A network must provide benefits to the strong, as well as the weak. These benefits usually are cash. Build into network financial plan special aid to strong libraries, e.g. N.Y.S. central library aid,

PROBLEMS	SUGGESTED SOLUTIONS
	and adequate compensation for services rendered.
b) No qualified central library exists in the region.	b) This is a tough problem. Solution: re-examine the region and seek to enlarge it; or contract with nearest strong library in another network; or build into state and regional formulas special grants to strengthen weak central libraries, e.g. N.Y.S. central library book aid grants.
c) Central library's building is inadequate for new role.	c) Seek top priority for central library buildings in any state or federal construction grants, e.g. LSCA Title II grants.
8. Opposition to some potential network services because of fear of their inadequacy, e.g. centralized processing; or desire to share in only limited number of services, e.g. inter-library loans.	8. Build flexibility into the network plan, giving members option to select services desired, provided that they meet minimum membership qualifications.

NETWORK ORGANIZATION AND SERVICES

PROBLEMS	SUGGESTED SOLUTIONS
1. Tendency to design networks for single-type of libraries, e.g. public libraries or school libraries, to the exclusion of all other types.	1. This may be necessary and even desirable at times, but first consideration should be given to multi-type library network in which every type of library is eligible. If single-type library networks are needed, build in plan for coordination at regional and state levels, as CCLD recommends. Some services, e.g. delivery and inter-library loan are naturals for a multi-type library system.
2. Tendency to design inflexible network structures, e.g. NYS 1950 Law envisioned only two types of public library systems: consolidated and federated.	2. Devise flexible network legislation to permit the greatest variety of network structures, e.g. NYS cooperative public library systems and regional 3R's systems. Add flexibility by permitting regional networks to contract with each other for some services.
3. Danger of planning regional networks that are too small in area, population or members, and that will lack the funds necessary to provide a full range of services to its members and	3. Some possible solutions: 1. Establish minimum criteria for network eligibility, e.g. NYS public library state aid law. 2. Encourage small systems to contract

PROBLEMS	SUGGESTED SOLUTIONS
the public.	with larger systems for some services by increasing aid for that purpose or giving priority in granting federal funds. 3. Encourage networks to band together for some services, e.g. NYS ANYLTS.
4. The temptation for small groups of libraries to form exclusive local, regional, or special-purpose networks.	4. While some of these may serve useful purposes for their members, try to limit the number. CCLD recommends that such networks be ineligible for state or federal funding unless they are compatible with over-all plan and really serve state purposes.
5. Sometimes network planners overlook their responsibilities to the public.	5. Encourage active participation in the evaluation of the networks by students, faculty, research personnel, and the general public through advisory committees, lay network boards of trustees, and evaluation of network performances at regular intervals.
6. Regional and state network administrators may fail to involve their member libraries in the policy-making process, resulting in unsatisfactory network relations.	6. CCLD makes several recommendations here: 1. That networks be required to demonstrate to the state agency that they afford opportunities for member library participation

PROBLEMS	SUGGESTED SOLUTIONS
	in the network decision-making process. 2. That the Regents Advisory Council on Libraries (statewide advisory body) be strengthened and made as representative as possible by solicitation of nominations from the field and limiting the terms of office. 3. That the Regents Advisory Council conduct annual spring hearings on library finances and network problems in which library interests could participate.
7. The role of the state library agency in network planning, operations, and coordination requires clarification.	7. CCLD makes a number of recommendations on this point: 1. Primary responsibility of the state is to insure comprehensive statewide library service network by planning, financial support and provision of state level services and facilities. 2. State leadership, funds and expert assistance are required to achieve inter-state network linkage. 3. State library network responsibilities include: service as unit or center

	of statewide networks; service as switching center; and coordinating information agency re acquisitions of major libraries and for insuring state level adequate bibliographic control of all media. 4. The primary consulting role of SED should be to provide leadership and assistance, mainly through specialist consultants, to library networks of all types. 5. SED library units should have sufficient staff, properly classified, to carry out CCLD recommendations.
8. Problems of personnel shortages and lack of network-orientated professional staff.	8. Some suggested solutions: 1. State agencies should conduct in-service training and continuing education programs dealing with network problems and programs. 2. Networks, by centralizing some services, reduce the need for some specialists. 3. Libraries, by working together in networks, best can solve their manpower problems, e.g. recruitment, in-service training, and continuing education in many fields.

PROBLEMS	SUGGESTED SOLUTIONS
	4. CCLD has made many specific recommendations regarding library manpower through its state study.
9. There are some major library service problems re inadequate materials that networks may or may not solve: a) Lack of non-print materials; b) Duplication of evaluation efforts; c) Inability of librarians to examine materials personally; and d) Unnecessary duplication.	9. CCLD makes these suggestions: a) There should be unified media programs in all libraries at all levels, including strong central audio-visual collections and provisions for special non-print funding programs from state and federal sources. b) Establishment of a statewide evaluation center. c) Establishment of statewide network of materials examination centers. d) Establishment of coordinated acquisitions programs at regional, state and inter-state levels.
10. Some network services, e.g. centralized processing and inter-library loan, are too slow or inefficient or costly.	10. A working partnership of the state agency and the networks can tackle these tough programs through study, evaluation and sharing of experiences and methods. Examples in NYS: formation of ANYLTS and great improvement in NYSILL, due to evaluation studies and input from networks at regional hearings.

PROBLEMS	SUGGESTED SOLUTIONS
11. The need for a more speedy and effective network communications system and for utilization of modern technology by libraries.	11. Here again partnership between the state agency and networks promises the only solution. CCLD recommends that the state should provide leadership and expertise in exploiting technology for all aspects of library development. Special competencies should be added to SED staff and reports on important developments should be made regularly to the field. NYS examples: the state-wide teletype network; exploration of Thruway state delivery service; Facsimile Transmission experiment; ANYLTS; and state computer program for NYSILL and serials bank.
12. How do you overcome some of the handicaps of networks, inherent in their cooperative nature: slow decision progress, lack of "muscle", least used by the poorest members, in many instances?	12. You don't overcome them, but you can minimize them. If networks are to share policy-making responsibility with members and make services available on optional bases, they can't at the same time operate in autocratic style. But maybe this isn't so bad in the long run. Members are more apt to implement policies which were adopted with their help

PROBLEMS	SUGGESTED SOLUTIONS
	than those imposed upon them. No one can make a librarian an effective person if he is unwilling.
13. How do you meet the need of evaluation of network performance?	13. That is the responsibility of the state agency. In NYS, there have been three major reviews of the public library system, plus evaluation of NYSILL, the Facsimile Transmission system, and centralized processing. CCLD recommends for NYS: that SED should seek assistance of a public administration-oriented agency with appropriate experience to design a system for evaluation of library service in the state.

TABLE OF ABBREVIATIONS USED FREQUENTLY

ANYLTS	Association of New York Libraries for Technical Services
B&ECPL	Buffalo and Erie County Public Library
CCLD	Commissioner's Committee on Library Development
DLD	Division of Library Development, State Library, State Education Department
ECPL	Erie County Public Library
ESEA	Elementary and Secondary Education Act (federal)
LSCA	Library Services and Construction Act (federal)
LTF	Library Trustees Foundation of New York State
MCLS	Monroe County Library System
METRO	New York Metropolitan Reference and Research Library Agency
NYLA	New York Library Association
NYPL	New York Public Library
NYSILL	New York State Inter-Library Loan Network
OCLS	Ontario Cooperative Library System
PLS	Pioneer Library System
RRRLC	Rochester Regional Research Library Council
SED	State Education Department
3R's	Reference and Research Library Resources (state and regional programs)

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